

DRAFT

(revised 10/29/03)

Ettrick Village Plan**Introduction****Study Area Boundaries**

The boundaries of the Ettrick Village Plan include Oldtown Creek to the north, the Appomattox River to the south, the city of Colonial Heights to the east, and the boundary of the Matoaca Village Plan to the west. The study area includes approximately 3.3 square miles, or less than 1 percent of the land area of the county.

Magisterial District

The Plan study area lies within the Matoaca Magisterial District.

How This Plan Works

The Ettrick Village Plan amendment, once adopted by the Board of Supervisors, will become part of The Plan for Chesterfield, the county's comprehensive plan. The Plan for Chesterfield is used by county citizens, staff, the Planning Commission and Board of Supervisors as a guide for future decisions affecting the county including, but not limited to, decisions regarding future land use, transportation networks and zoning actions. Once the Ettrick Village Plan is adopted, it will replace the Ettrick Village Plan (adopted in 1991 and amended in 1993 and 1999).

Staff Analysis

The Planning Department, in conjunction with other county departments, assessed existing conditions within the Ettrick Village study area and performed a land use analysis to anticipate development trends in the area to the year 2023. The results were summarized and serve as the basis for the following key findings and recommendations. A summary of the existing conditions assessment and an analysis to anticipate development trends is available from the Chesterfield County Planning Department (Ettrick Village Plan—Summary of Existing Conditions and Trends). The complete texts of the assessment and analysis are also available in separate documents. These documents are entitled Ettrick Village Plan Study Area—Existing Conditions and Issues and Ettrick Village Plan Study Area—Land Use Analysis, 2003 to 2023. In addition, the various analyses for the previously adopted Ettrick Village Plan, as well as the Plan itself, were reviewed and relevant elements were incorporated into the Ettrick Village Plan amendment, and are available upon request.

Citizen Participation

Planning Department staff, together with representatives from other County Departments, have maintained close contact with many of the community organizations that serve the Ettrick area.

A Plan for Action

The Ettrick Village Plan should guide future development in ways that provide maximum benefits to Chesterfield County's current and future citizens, landowners, businesses and development community. Specifically, the Code of Virginia defines the primary purpose of the Comprehensive Plan as follows:

To guide and accomplish a “coordinated, adjusted and harmonious development” of county lands “which will, in accordance with present and probable future needs and resources, best promote the health, safety, morals, order, convenience, prosperity and general welfare” of county citizens.

The Land Use Plan makes no attempt to determine the current or short-term marketability of any one parcel for any one use. Rather, it attempts to anticipate future needs for broad categories of uses throughout the study area for the next 20 years. In addition, the Plan does not rezone land, but serves as a guide for making decisions relative to future rezoning applications. The Plan may also suggest Ordinance amendments and other actions, such as corridor and village design studies and historic designations, which benefit the county. Finally, the Plan attempts to suggest the proper relationship of land uses to one another and to the wider community. Market forces (availability and price of land, location, character and age of competing businesses, site specific characteristics such as topography and visibility from roads, accessibility to roads, etc.) would decide the desirability of a specific use on one parcel over another, as well as the timing for developing such use, based on the principle of ‘highest and best use’. The zoning process would determine the appropriateness of such use on a case-by-case basis by applying principals of desirable land use development patterns and adequacy of public facilities embodied in the Comprehensive Plan.

To this end the Planning Commission and Board of Supervisors have incorporated into Plan amendments certain guidelines that promote development patterns which facilitate the orderly, harmonious, predictable and efficient use of the county's most limited resource—the 446.5 square miles of land and water within its boundaries. These guidelines, as they apply to specific Plan areas of the county, are embodied in the Goals and Recommendations of adopted Plan amendments.

Goals and Recommendations

Ettrick Village Plan Area

The Introduction to the Comprehensive Plan For Chesterfield encourages the shaping of Chesterfield's communities by molding development into well-designed and attractive communities of special character. To this end, the Introduction suggests that functionally and visually distinct communities and historic villages (such as Ettrick Village) should be preserved. As people continue to move into the Ettrick Village study area, the future of the Village as a distinct, historic community could be jeopardized unless future growth is directed in a manner that respects, preserves and reinforces the Village's traditional appearance, scale, form and function. To these ends, the Land Use Plan, Thoroughfare Plan, and Goals and Recommendations outlined herein are designed to encourage examination of the character of existing and anticipated development in and around the Village and to suggest ways in which the relevant elements of the Introduction to the Plan For Chesterfield may be implemented for the study area.

The Goals and Recommendations that most appropriately apply to the Ettrick Village Plan study area are:

Goal 1

Protect and preserve historic and cultural resources: There are many sites and structures within the study area have historic or cultural significance. These include 19th and early 20th century churches, mill sites, homes, cemeteries and commercial buildings. These resources are in various stages of preservation.

Recommendations

- Work with the property owner(s) of identified sites of significant historic, architectural, archaeological and/or cultural interest to have such properties designated as county, state, or Federal landmarks.
- Encourage the preservation of identified historic structures by allowing adaptive reuse that is compatible with existing and anticipated area development. Wherever possible, the existing structure should be kept intact, with the new use having a generally compatible nature with the existing structure as well as surrounding structures and uses.
- Create and maintain a historic resources inventory for the Ettrick Village Plan geography.

The Introduction to the Plan For Chesterfield encourages the identification and preservation of lands, sites and structures that have archaeological and/or historic significance. To this end, Comprehensive Plan amendments attempt to identify structures or sites within the study area boundaries that have historic or cultural significance. Protection of such structures and sites

offer the best opportunities for presenting and interpreting the county's historic and cultural heritage.

Limitations and Opportunities:

Ettrick Village began as the mid-18th century plantation home of Scottish merchant Neil Buchanan that he named Ettrick Banks, probably after the town or river of Ettrick in Selkirk County, Scotland. The burgeoning industries of Petersburg soon spilled over the Appomattox River into Chesterfield in the area of Ettrick, beginning with a flour inspection station established on Fleet's Hill (now part of VSU) in 1804. In 1810 James Campbell received a permit to construct a bridge across the Appomattox near the base of Fleet's Hill. The current bridge at this same spot is still referred to as Campbell's bridge, and still provides the only direct access between Petersburg and Ettrick.

The mid-19th century saw a great rise of milling works in Ettrick along the Appomattox River. The first true urban residential settlement in Ettrick occurred along what is now Main, Light, Pannill, Totty, Court and Jackson Streets in the 1830s and 1840s. Ettrick prospered in the antebellum period and had about 830 residents in 1859. Ettrick's mills provided grain and flour to the Confederate armies and the local population during the Civil War, and many of the town's inhabitants were called upon to serve the Confederate army during the siege of Petersburg in 1864-65. A Confederate hospital was set up near the present Ettrick Cemetery. Both the Confederate and Union armies marched through Ettrick in April of 1865 on their way to Appomattox Courthouse.

After the Civil War, Ettrick's mills, spared the destruction wrought upon neighboring Petersburg by the war, recovered quickly and soon prospered. However, by 1905 all of Ettrick's mills had burned, been destroyed by floodwaters, or had been bought and demolished for materials. Thanks to the close proximity of Petersburg, Ettrick's population remained relatively stable.

An important force in the village's economy has been Virginia State University. Originally located in Fleet's Mansion in 1882, the campus has been steadily expanding in both size and curriculum and has had, and will continue to have, a major influence on the village.

Although all of the milling establishments have been demolished, a relatively large number of mid-19th to early 20th century structures, consisting of churches, stores and houses, are still standing in Ettrick Village. Many of these historic dwellings are currently rented out.

Goal 2

Ensure that new residential proposals are representative of, and compatible with, existing and anticipated area residential development: Actions that stabilize and improve the health of existing neighborhoods forestall decline and blight and contribute to the overall health of the larger community.

Recommendation

- Use the Plan and the zoning process to encourage new residential subdivisions with sole access through an existing or planned subdivision to meet or exceed the average lot size of, and have a density equal to or less than, the existing subdivision.

Residential developments of varying densities and lot sizes encourage variety in residential areas and offer county citizens a choice of neighborhoods, living environments and lifestyles.

Limitations and Opportunities:

New subdivisions developing within the study area increase the availability of housing in this part of the county. However, such residential development should be designed to protect existing neighborhoods and enhance the larger community.

Goal 3

Require the mandatory use of the public water and wastewater systems: Use of the public water and wastewater systems will allow a flexibility of development that would not otherwise be possible.

Recommendation

- Amend the Subdivision and Utilities Ordinances to require mandatory connection to the public water and wastewater systems.

Limitations and Opportunities:

This area of the county is served by an extensive system of public water and wastewater lines. The adjacent geography of the Southern and Western Area Plan currently requires the mandatory use of public water and wastewater systems. In order to ensure a more orderly development pattern, the Ettrick Village Plan geography should also have a requirement for new developments to have mandatory public water and wastewater connections.

Goal 4

Provide a safe, efficient and cost effective transportation system: The county Thoroughfare Plan, which was originally adopted by the Board of Supervisors in 1989, identifies right-of-way classifications of existing roads, and right-of-way classifications and general alignments of future roads. As development occurs inside the Ettrick Village Plan area, in other areas of the county and in the region, road improvements will be needed in this area to accommodate increasing traffic volumes and reduce congestion.

Recommendations

- Adopt the recommended Thoroughfare Plan as shown, including: (1) the reduction of Chesterfield Avenue from a 90-foot wide Major Arterial to a 70-foot wide Collector between Granger Street and the County Line; and (2) the addition of Granger Street as a 70-foot Collector, and the reduction of East River Road from 90-foot wide Major Arterial to 70-foot wide Collector between Granger Street and the County Line.
- Use the zoning and development review processes to encourage development proposals to conform to the Thoroughfare Plan with respect to the construction of road improvements and the dedication of right-of-way.
- Use the zoning and development review process to encourage development proposals to include mitigation of their traffic impacts by providing road improvements and controlling the number of direct accesses to major arterial and collector roads.
- As improvements are provided on roads identified in the county's Bikeway Plan, consider incorporating bicycle facilities.

An adequate transportation network helps reduce congestion by ensuring that roads accommodate the free flow of traffic and provide safe and efficient access to the regional transportation network.

Limitations and Opportunities

In the Ettrick Village Plan area, the existing development limits opportunities to plan for additional new roads. The limited potential for new roads in this area of the county will make it necessary for existing roads to carry the majority of the traffic generated by future development. Without improvements, these roadways will become congested.

The current Six-Year Improvement Program does not include any road improvement projects within the Ettrick Village Plan area.

The county's Thoroughfare Plan includes a short section of one new roadway facility in the Ettrick Village area. This East/West Arterial would provide a new connection between Woodpecker Road in the Ettrick Village area and areas to the west. It would extend westward from the vicinity of the existing Woodpecker/Dupuy intersection. Approximately 1,000 feet of this proposed roadway lies within the boundaries of the Ettrick Village Plan area. This road is anticipated to be constructed in conjunction with future development. It is recommended to have a right-of-way width of 90 feet.

Due to the limited amount of new development in the southern area of the county, traffic volumes on roads in the Ettrick Village Plan area have remained relatively constant in past years:

Regardless of the level of future development within the village area itself, increased development in the southern part of the county and in the region as a whole is anticipated to

result in a significant increase in traffic volumes in the future. If the village area were to “build-out” in accordance with the land use recommendations of this Plan, another 1,460 homes, 125,000 square feet of retail, and 100,000 square feet of Light Industrial development could result. This level of new development can be expected to add approximately 24,000 vehicle trips to area roads each day. Traffic volumes on area roads could increase significantly as the area builds-out. The following traffic projections are based solely on build-out of the Plan area, and do not include any increases in traffic due to future development outside the Plan area:

Ettrick Village Plan Area - Projected Traffic Volumes			
Source: County Transportation Department			
Road	Count Located Between	Current ADT	Build-Out ADT
River Road	West of Hickory Road	7,200	9,600
Chesterfield Ave	North of the County Line	7,800	12,300
Hickory Road	North of Woodpecker Rd	3,500	4,700
Woodpecker Rd	Hickory and Dupuy Road	3,300	9,600
	Dupuy and Lakeview Ave	2,820	10,200
	West of Lakeview Ave	5,880	7,100
Dupuy Road	East River and Woodpecker	1,600	4,400
Branders Bridge	Lakeview & E. County Line	3,800	4,800
East River Road	East of Chesterfield Ave	10,000	16,800

The Virginia Department of Rail and Public Transportation (VDRPT) has High Speed Rail environmental studies underway that may effect the Ettrick Village. The South East High Speed Rail would utilize a corridor connecting Washington, D.C. to Charlotte, North Carolina via Richmond. The South Hampton Roads High Speed Rail would utilize a High Speed Rail corridor connecting Richmond and South Hampton Roads. One possible route for these corridors is the existing CSX rail line through Ettrick (“Ettrick Connection”). The rail line would require a new Appomattox River bridge, and a new connector line to the Norfolk Southern main line in Petersburg.

Chesterfield County continues to work with the VDRPT on the specifics of the rail corridor through Chesterfield. If selected as a station on the High Speed Rail system, significant improvements to the existing station would probably be necessary. These may include the acquisition of additional property for expansion of the station, parking, and supporting facilities.

Adjacent to the train station, several stub road rights-of-way were recorded in conjunction with residential development. Any future improvement of the train station or redevelopment of this area for high intensity uses should be accomplished without utilizing those stub road connections for access.

If the Ettrick Connection is not selected for High Speed Rail service, the Ettrick station could be closed.

Improvements along the rail line would be necessary to enable its use by High Speed trains. These would include improvements to the Appomattox River bridge structure. The Ettrick Village Plan includes a recommendation for a Conservation/Recreation area along the Appomattox River. This Conservation/Recreation area should not preclude the construction of improvements to this bridge structure.

The county's Bikeway Plan was adopted by the Board of Supervisors in 1989. The purpose of the Bikeway Plan is "to designate a coordinated system of bike facilities to connect county and state parks with other high bike traffic generators such as schools." In the Ettrick Village Plan area, River Road, East River Road, Hickory Road, Woodpecker Road, Temple Avenue, and Branders Bridge Road north of Temple Avenue are designated in the Bikeway Plan as part of the "bikeway network" In accordance with the Bikeway Plan, staff will consider including bike facilities along these roads in conjunction with future road improvements.

Staff will continue to evaluate development proposals and recommend that mitigating road improvements are provided that will address their traffic impacts. The improvements may include the construction of new roads, right-of-way dedications, pavement widening, horizontal and vertical alignment improvements, and ditch relocation to provide adequate shoulders.

Land Use Categories

Residential (1.0 dwellings per acre or less)

Residential (2.5 dwellings per acre or less)

Residential (4.0 dwellings per acre or less)

Residential (7.0 dwellings per acre or less)

Residential (7.0 dwellings per acre or more)

Residences, and places of worship, schools, parks and other similar public and semi-public facilities.

Note: Additional multi-family and/or townhouse zoning and/or developments, including condominiums, would not be appropriate in this geography due to the existing numbers of multi-family and rental units prevalent throughout this geography.

Village Core

A traditional center of the community, comprised of a cohesive mix of residential, civic, religious, and commercial uses which are arranged along a main street and intersecting streets. A Village Core possesses a unique character that has evolved over time, reflecting a community's economic, social and cultural changes, and is defined by the mix of activities that take place there.

Villages are not frozen in time, but evolve over the years with changes in the community. Such changes should be guided in ways that allow the Village Core to retain its unique sense of place. Specifically, a successful Village Core retains a sense of place and community through the ways that various growth issues are handled, such as: the type and character of commercial and residential infill allowed within the Core; where new residential growth areas are located; and where new commercial development would best fit within the Village fabric. Strip commercial development, as well as typical suburban single-family residential subdivision patterns, are typically not consistent with the pattern of development within historic Villages and can detract from the unique attractiveness of the existing Village Core.

Note: While the zoning pattern along some roadways within Ettrick appear to be of a strip-commercial nature, the historic and existing land use pattern reflects more of a mixed-use linear development pattern.

The following characteristics help define the Village Core for the purposes of guiding future development and redevelopment in ways that preserve and enhance the Core as the heart and focus of a distinct community and place:

- A traditional center of socio-economic activity, with a mix of uses (commercial, civic, religious, and residential).
- Development densities are not interrupted (although there may be some public space, like a park or green, within the Village Core).

- Development densities are consistently more compact than development outside the Village Core.
- Commercial activities are within, and part of, the traditional development pattern, and not on the outskirts. Such activities are smaller in scale than typical suburban commercial development, are pedestrian-oriented rather than auto-oriented, and incorporate design features that minimize views of parking areas and auto-oriented activities from public roads and area residences.
- The existing scale, site characteristics and architecture of commercial, institutional and residential buildings reflect patterns that occurred prior to the suburban patterns that evolved during the mid-to-late twentieth century.

In general, new development and redevelopment should be modeled on the scale, site characteristics, architecture and pattern of development that predominate within the Village Core.

Neighborhood Convenience

Small-scale uses, such as limited retail and personal services, when located within planned residential areas and designed to attract customers primarily from immediate neighborhoods only. Typically, such uses should: be planned in conjunction with residential projects in order to insure compatibility; be limited in size and acreage; be located at the intersections of collector streets, or between residential neighborhoods and higher intensity uses and/or arterials; and provide transitions through consideration of appropriate uses, building scale, architecture and site design. Such areas require detailed analysis to ensure compatibility; therefore, individual locations may not always be depicted on the Land Use Plan map. (C-1)

Village Commercial

The traditional social and commercial center of a village, comprised of a mix of residential, civic, religious, and commercial uses arranged along a main street and intersecting streets. New development should reinforce the unique character of the village by preserving and maintaining the village's existing scale, appearance, form and function. Commercial activities should be incorporated into the traditional development pattern, be smaller in scale than typical suburban commercial development, be pedestrian-oriented, and incorporate design features that minimize views of parking areas and auto-oriented activities from public roads and area residences. (C-1 & C-2)

Community Mixed Use

Community-scale commercial uses, including shopping centers, service and office uses that serve community-wide trade areas. Residential uses of various types and densities may be appropriate if part of a larger mixed-use project and the design is integrated with other uses. (C-3)

Note: Additional multi-family and/or townhouse zoning and/or developments, including condominiums, would not be appropriate in this geography due to the existing numbers of multi-family and rental units prevalent throughout this geography.

Light Industrial

Offices, warehouses and light industrial uses, including research and development uses and light manufacturing dependent upon raw materials first processed elsewhere. Moderate industrial uses may be appropriate when designed, located and/or oriented to insure compatibility with less intense uses, and where appropriate access and transitions are provided. Retail and service uses that serve primarily surrounding permitted uses may be appropriate when part of a larger development. (I-1 & I-2)

Note: Moderate (I-2) industrial and retail services uses are not appropriate due to the limited size of these areas and to the proximity of adjacent residential developments and uses.

Conservation/Recreation

Under certain circumstances that insure compatibility with existing and/or anticipated area residential development, publicly-owned land held in public or private trust for the purpose of preserving and promoting its natural function, character and/or historic significance (such as floodplains, wildlife habitat, open space, conservation areas, historic sites, etc.). Public access for recreational purposes may also be appropriate. Generally such areas should follow the line of the resources protection area, or extend 300 feet landward from the edge of a stream or river, whichever is the greater distance. Should such land be transferred to private ownership or other uses, the appropriate uses would be those that are compatible with surrounding existing or anticipated development, as reflected by existing land uses, zoning, and/or the recommended land uses on the adopted Plan.

